

Message Text

SECRET

PAGE 01 USNATO 06483 01 OF 03 291740Z
ACTION ACDA-12

INFO OCT-01 ISO-00 CIAE-00 EUR-12 H-01 INR-10 IO-13
L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-05 SP-02
SS-15 TRSE-00 NSCE-00 SSO-00 ICAE-00 INRE-00
ACDE-00 /078 W

-----091251 292059Z /21

O 291724Z JUN 78
FM USMISSION USNATO
TO SECSTATE WASHDC IMMEDIATE 2580
SECDEF WASHDC IMMEDIATE
INFO AMEMBASSY BONN
AMEMBASSY LONDON
USDEL MBFR VIENNA IMMEDIATE
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

S E C R E T SECTION 01 OF 03 USNATO 06483

E.O. 11652: XGDS-1
TAGS: PARM, NATO, MBFR
SUBJECT: MBFR: ASSOCIATED MEASURES: ANNEXES E, F AND G

REF: USNATO 6308 DTG 221958Z JUN 78

1. TRANSMITTED IN PARAS 2, 3 AND 4 BELOW ARE THE TEXTS OF
ANNEXES E, F AND G TO THE DRAFT WORKING GROUP PAPER ON
ASSOCIATED MEASURES.

2. TEXT OF ANNEX E:

LIMITATION ON THE SIZE OF OUT-OF-GARRISON ACTIVITY
BY GROUND FORCES OF DIRECT PARTICIPANTS
PART ONE - GENERAL EXAMINATION
BEGIN TEXT: CONTENT

A. PURPOSE

SECRET

SECRET

PAGE 02 USNATO 06483 01 OF 03 291740Z

(1) A LIMITATION ON THE OVERALL SIZE OF OUT-OF-GARRISON
ACTIVITY WOULD SERVE AS A WARNING-ENHANCEMENT MEASURE.
INTELLIGENCE WOULD DOUBTLESS OBSERVE THE SUBSTANTIAL OUT-OF-
GARRISON ACTIVITY WHICH WOULD OCCUR IN PREPARATION FOR AN
ATTACK. THERE MIGHT BE DELAY OR UNCERTAINTY, HOWEVER, IN
INTERPRETING THESE OBSERVATIONS AS EVIDENCE OF HOSTILE
INTENT. THE FACT THAT EASTERN ACTION WAS IN VIOLATION OF

AN ARMS CONTROL AGREEMENT WOULD PROVIDE A CANON FOR JUDGMENT WHICH WOULD FACILITATE WESTERN DECISION ON COUNTERACTION. SUCH A MEASURE MIGHT BE PARTICULARLY VALUABLE IN THE CONTINGENCY OF A SHORT-WARNING, UNREINFORCED ATTACK WHEN OTHER INDICATIONS MIGHT BE ABSENT.

(2) IN ADDITION, THIS MEASURE MIGHT SERVE AS AN INHIBITION UPON SOVIET USE OF TROOP CONCENTRATIONS FOR DEMONSTRATIVE PURPOSES OR UPON SOVIET ACTIONS AGAINST A SMALLER WARSAW PACT COUNTRY. THIS MEASURE MIGHT NOT PREVENT AN OPERATION SUCH AS THE 1968 OCCUPATION OF CZECHOSLOVAKIA BUT IT WOULD ADD TO THE COSTS OF SUCH AN ACTION; IN UNDERTAKING SUCH A MOVE, MOSCOW WOULD HAVE TO WEIGH THE POSSIBILITY OF TRIGGERING A NATO MOBILIZATION AND THE CONSEQUENCES OF FLAGRANTLY VIOLATING A MAJOR EAST-WEST ARMS CONTROL AGREEMENT.

B. DESCRIPTION

(1) WE ENVISAGE THREE LIMITATIONS TO PUT THIS MEASURE INTO EFFECT, BUT WE HAVE NOT TRIED TO WORK OUT THEIR PARAMETERS IN DETAIL PENDING CONSULTATIONS WITH THE ALLIES.

- A. THE FIRST LIMITATION WOULD REQUIRE EACH DIRECT PARTICIPANT TO REFRAIN FROM CONDUCTING ANY OUT-OF-GARRISON ACTIVITIES THAT RESULT IN MORE THAN FIVE DIVISIONS(1) OF
SECRET

SECRET

PAGE 03 USNATO 06483 01 OF 03 291740Z

THAT PARTICIPANT'S ACTIVE-DUTY GROUND FORCE PERSONNEL BEING OUT OF GARRISON IN THE REDUCTIONS AREA AT THE SAME TIME. THIS LIMITATION WOULD MEET OUR FIRST OBJECTIVE - TO LIMIT SOVIET OUT-OF-GARRISON ACTIVITIES TO A SIZE THAT WOULD BE WELL BELOW THE DEPLOYMENTS THEY WOULD UNDERTAKE IN PREPARING FOR WAR.

- B. IF ONLY THE FIVE DIVISION STANDARD WERE APPLIED TO INDIVIDUAL COUNTRIES, THE WARSAW PACT COUNTRIES WOULD BE PERMITTED TO HAVE A FORCE TOTALLING 20 DIVISIONS IN THE FIELD AT ONE TIME. IT WOULD THEREFORE BE NECESSARY TO IMPOSE A SECOND LIMITATION UNDER WHICH EACH SIDE - RATHER THAN EACH COUNTRY - WOULD REFRAIN FROM CONDUCTING OUT-OF-GARRISON ACTIVITIES OF MORE THAN A SPECIFIED SIZE.

- C. A THIRD LIMITATION WOULD SUPPLEMENT THE LIMITATION ON EACH SIDE'S OUT-OF-GARRISON ACTIVITIES. IT WOULD DEAL WITH MULTI-NATIONAL MANOEUVRES AS SUCH. IF MANOEUVRES ARE DEFINED AS OPPOSED FORCE EXERCISES - AS THEY WERE IN CSCE - THIS LIMITATION CAN BE SET CONSIDERABLY LOWER THAN THE PROHIBITION ON TOTAL OUT-OF-GARRISON ACTIVITIES.

(2) IN ORDER TO SET THE LEVELS OF THE TWO MULTI-

LATERAL LIMITATIONS AS LOW AS POSSIBLE IN ORDER TO
MAXIMIZE THEIR EFFECTS UPON THE EAST, THE ALLIANCE SHOULD
SEEK ADVICE FROM SACEUR REGARDING THE IMPACT ON SUCH
MEASURES UPON SACEUR-WIDE READINESS TESTS AND MAJOR
MANOEUVRES.

(1) THE TERM "DIVISION" IS NOT A COMPLETE DEFINITION OF
THE SIZE OF FORCE TO BE DESCRIBED IN THE LIMITATION. IT
WILL HAVE TO BE SUPPLEMENTED WITH A NUMERICAL STANDARD OR
A FURTHER VERBAL DEFINITION IN ORDER TO ENSURE CLARITY AND

SECRET

NNN

SECRET

PAGE 01 USNATO 06483 02 OF 03 291746Z
ACTION ACDA-12

INFO OCT-01 ISO-00 CIAE-00 EUR-12 H-01 INR-10 IO-13
L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-05 SP-02
SS-15 TRSE-00 NSCE-00 SSO-00 ICAE-00 INRE-00
ACDE-00 /078 W

-----091722 292100Z /21

O 291724Z JUN 78
FM USMISSION USNATO
TO SECSTATE WASHDC IMMEDIATE 2581
SECDEF WASHDC IMMEDIATE
INFO AMEMBASSY BONN
AMEMBASSY LONDON
USDEL MBFR VIENNA IMMEDIATE
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

S E C R E T SECTION 02 OF 03 USNATO 06483

IN ORDER TO ENHANCE ITS NEGOTIABILITY WITH THE EAST.

-
-
-
-
-

COMMENT:

A. PURPOSE

(1) SECOND LINE INSERT "COULD" FOR "WOULD."

(2) NO COMMENT.

B. DESCRIPTION

(1) CONSULTATION SHOULD BEGIN FORTHWITH IN THE MBFR

- WORKING GROUP.

SECRET

SECRET

PAGE 02 USNATO 06483 02 OF 03 291746Z

- A. ONLY GE ON THE WESTERN SIDE AND SOV, GDR, CZ AND POL ON THE EASTERN SIDE WOULD FIND ANY LIMITATION IN THIS. THE EAST MAY NOT AGREE SINCE IT LIMITS THEM MORE THAN THE WEST. IT WOULD ALSO LIMIT THE EASTERN SIDE TO A MAX. OF 20 DIVISIONS IN THE FIELD WHEREAS THE WEST'S THEORETICAL TOTAL WOULD BE 30 DIVISIONS. HOWEVER, IT IS FELT THAT DEPLOYMENT OF SUCH LARGE FORCES (APPROXIMATELY A THIRD OF ALL WP IN-PLACE FORCES) COULD NOT BE SAID TO HAVE A STABILIZING EFFECT. INDEED, THE DEPLOYMENT OF SOME 100,000 MEN WOULD CAUSE CONCERN. WE CONSIDER THAT A MUCH LOWER LIMIT SHOULD BE SET ON NUMBERS PERMITTED TO BE IN THE FIELD. BEARING IN MIND OUR OWN REQUIREMENT TO BE ABLE TO DEPLOY UP TO A CORPS OUT-OF-GARRISON, A FIGURE OF ABOUT 50 - 60,000 SUGGESTS ITSELF. THIS WOULD ONLY PERMIT OUT-OF-GARRISON ACTIVITY BY SOME 5 DIVISIONS AT ANY ONE TIME - IT IS BELIEVED THAT THIS LEVEL WOULD BE TOO LOW FOR A LIMITED INCURSION OR A SURPRISE ATTACK. THUS WE PROPOSE THAT ONLY UP TO 5 DIVISIONS OF ANY ONE PARTICIPANTS FORCES OR A FORCE OR FORCES EQUALING 5 DIVISIONS OR MORE THAN 60,000 FORMED FROM ANY COMBINATION OF PARTICIPANTS COULD BE OUT-OF-GARRISON IN THE NGA AT ANY ONE TIME. THIS MEASURE MUST CLEARLY BE TIED TO THE PRIOR-NOTIFICATION MEASURE. THE LIMIT IS ONLY SET ON OUT-OF-GARRISON ACTIVITY WHICH IS SUBJECT TO PRIOR NOTIFICATION. (THIS IS BECAUSE OTHERWISE EVERY SMALL OUT-OF-GARRISON ACTIVITY (COMPANY) WOULD HAVE TO BE CONSIDERED AS SUBJECT TO THE OVERALL CEILING). PROVISION WOULD ALSO HAVE TO BE MADE FOR NON-DIRECT PARTICIPANTS OR NON-PARTICIPANTS TAKING PART IN OUT-OF-GARRISON ACTIVITY IN THE NGA WITH A DIRECT PARTICIPANT TO ENSURE THAT THE "5 DIVISIONS OR MORE THAN 60,000" RULE IS OBSERVED. IN ADDITION, PROVISION MUST BE MADE TO PREVENT NON-DIRECT OR NON-PARTICIPANTS CARRYING OUT-OF-SECRET

SECRET

PAGE 03 USNATO 06483 02 OF 03 291746Z

GARRISON ACTIVITIES INDEPENDENTLY IN THE NGA ABOVE THE NOTIFIABLE LEVEL, TO ENSURE COMPLIANCE WITH THE "5 DIVISIONS OR MORE THAN 60,000" RULE; THE HOST NATION WILL HAVE A ROLE TO PLAY IN THIS REGARDING NOTIFICATION AND COORDINATION.

(2) NO COMMENT.

END TEXT.

3. TEXT OF ANNEX F:

BEGIN TEXT: CONTENT

TITLE: EXAMINATION OF PROPOSED ASSOCIATED MEASURE NO. 6
EXCHANGE OF OBSERVERS AT OUT-OF-GARRISON ACTIVITIES
BY GROUND FORCES OF DIRECT PARTICIPANTS IN THE AREA
OF REDUCTIONS

A. PURPOSE

(1) EXCHANGE OF OBSERVERS AT PRE-NOTIFIED OUT-OF-GARRISON ACTIVITIES COULD INHIBIT THE POLITICAL USE OF THREATENING SHOWS OF FORCE AND THUS HAVE CONFIDENCE BUILDING VALUE. WE DOUBT THAT IT WOULD FULFILL ITS ORIGINAL GOAL OF ENHANCING EARLY WARNING.

(2) AS THE EXPERIENCE OF THE ANALAGOUS CSCE MEASURE SUGGESTS, THE VISITS INVOLVED AFFORD USEFUL CONTACTS BETWEEN MILITARY OFFICERS OF EAST AND WEST, THUS ENCOURAGING THE EAST TO BE SOMEWHAT LESS SECRETIVE ABOUT MILITARY AFFAIRS.

B. DESCRIPTION

EACH DIRECT PARTICIPANT WILL HAVE THE RIGHT TO SEND OBSERVERS TO OUT-OF-GARRISON ACTIVITIES NOTIFIED BY OTHER

SECRET

NNN

SECRET

PAGE 01 USNATO 06483 03 OF 03 292029Z
ACTION ACDA-12

INFO OCT-01 ISO-00 CIAE-00 EUR-12 H-01 INR-10 IO-13
L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-05 SP-02
SS-15 ICA-11 TRSE-00 NSCE-00 SSO-00 INRE-00
ACDE-00 /089 W

-----093425 292101Z /21

O 291724Z JUN 78

FM USMISSION USNATO

TO SECSTATE WASHDC IMMEDIATE 2582

SECDEF WASHDC IMMEDIATE

INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA IMMEDIATE

USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

S E C R E T SECTION 03 OF 03 USNATO 06483

DIRECT PARTICIPANTS. THIRTY DAYS PRIOR TO THE START OF THE ACTIVITY, THE PARTICIPANT NOTIFYING IT WILL INVITE THE OTHER PARTICIPANTS TO SEND OBSERVERS AND WILL DESIGNATE A REPRESENTATIVE TO HANDLE ARRANGEMENTS FOR SUCH OBSERVERS. EACH DIRECT PARTICIPANT WILL HAVE THE RIGHT TO SEND A FIXED NUMBER OF OBSERVERS TO EACH SUCH ACTIVITY. PROVISIONS CONCERNING THE RIGHTS, OBLIGATIONS, AND STATUS OF OBSERVERS IN CARRYING OUT THEIR FUNCTIONS WOULD BE NEGOTIATED AND CODIFIED.

-
-
-

COMMENT:

TITLE: WOULD BE IMPROVED BY THE FOLLOWING ADDITION: AFTER "OBSERVERS AT", INSERT "CERTAIN."

A. PURPOSE AND B. DESCRIPTION: NO COMMENT. HOWEVER, A
SECRET

SECRET

PAGE 02 USNATO 06483 03 OF 03 292029Z

BASIS FOR THE PROVISIONS CONCERNING RIGHTS, OBLIGATIONS AND STATUS OF OBSERVERS IS CONTAINED IN IMSWM-8-76, 13 JANUARY 1976.

END TEXT.

4. TEXT OF ANNEX G:
BEGIN TEXT: CONTENT

TITLE: EXCHANGE OF OBSERVERS AT MAJOR MILITARY MANOEUVRES
BY GROUND FORCES OF THE PARTICIPANTS - PART ONE
GENERAL EXAMINATION

1. ALREADY PROPOSED WITH RESPECT TO US GROUND FORCES AT MBFR - AND ALSO ADOPTED FOR CSCE.

2. EACH SIDE WOULD BE PERMITTED TO SEND UP TO 3 OBSERVERS AND UP TO 6 SUPPORT PERSONNEL (NOT SPECIFIED FOR CSCE).

3. A CLEAR CODE OF CONDUCT WOULD DEFINE THE RIGHTS AND DUTIES OF OBSERVERS (PROPOSED AT CSCE).

-
-
-
-

COMMENT:

TITLE: WOULD NEED BACKING UP WITH A DEFINITION OF "MAJOR MILITARY MANOEUVRE."

1. NO COMMENT EXCEPT THAT UNDER CSCE THIS MEASURE IS VOLUNTARY.

2. THE TERM "EACH SIDE" WOULD NOT ALLOW A SUFFICIENT SECRET

SECRET

PAGE 03 USNATO 06483 03 OF 03 292029Z

NUMBER OF EXCHANGES BY DIRECT PARTICIPANTS. HOWEVER, A NUMBER OF 3 OBSERVERS PLUS 6 SUPPORT PERSONNEL BY EACH DIRECT PARTICIPANT (THEORETICALLY, ON THE WESTERN SIDE - 63) WOULD BE TOO HIGH. WOULD PREFER ONE PLUS 2 SUPPORT PERSONNEL AS BEING MORE REASONABLE.

3. BASIC WORK ON A CODE OF CONDUCT HAS ALREADY BEEN ESTABLISHED IN THE ALLIANCE FOR CSCE PURPOSES.

END TEXT. GLITMAN

SECRET

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: PAPERS, MILITARY PLANS, REGIONAL DEFENSE ORGANIZATIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 29 jun 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978USNATO06483
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: X1
Errors: N/A
Expiration:
Film Number: D780269-0883
Format: TEL
From: USNATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t1978066/aaaaaeom.tel
Line Count: 356
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 92573289-c288-dd11-92da-001cc4696bcc
Office: ACTION ACDA
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 7
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: 78 USNATO 6308
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 01 jun 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2351674
Secure: OPEN
Status: NATIVE
Subject: MBFR: ASSOCIATED MEASURES: ANNEXES E, F AND G
TAGS: PARM, NATO, MBFR
To: STATE DOD
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/92573289-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014